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ABSTRACT

The hearing considered two bills, H.R. 2162 introduced by Charles Wilson of California, and H.R. 3522 by C. W. Bill Young of Florida, which authorize any officer or employee of the United States to accept the voluntary services of certain students for the United States. This was advocated by President Ford in his commencement address to the Ohio State University where he strongly emphasized the need to bring education and employees together in a new climate of credibility and pledged the government's help to create a responsive vocational environment. The testimony presented includes comments from students participating in the Executive High School Internships of America Program, serving as special assistants to senior officials in government, private nonprofit agencies, civil organizations, educational and cultural institutions, mass communications, and the private sector. Other supportive testimony came from sponsors and schools involved in the Internship Program, the Associate Secretary of the National Association of Secondary School Principals, the Administrative Assistant of the Association for Supervision and Curriculum Development, and others. The full text of all testimony and discussion is included in the document. (Author/EC)

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AUTHORIZATION FOR VOLUNTARY SERVICES OF CERTAIN STUDENTS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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HEARING

BEFORE THE

SUBCOMMITTEE ON MANPOWER AND CIVIL SERVICE

OF THE

COMMITTEE ON POST OFFICE AND CIVIL SERVICE HOUSE OF REPRESENTATIVES

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

H.R. 2162

A BILL TO AUTHORIZE ANY OFFICER OR EMPLOYEE OF THE UNITED STATES TO ACCEPT THE VOLUNTARY SERVICES OF CERTAIN STUDENTS FOR THE UNITED STATES

JUNE 12, 1975

Serial No. 94–28

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AUTHORIZATION FOR VOLUNTARY SERVICES OF CERTAIN STUDENTS

THURSDAY, JUNE 12, 1975

U.S. HOUSE OF REPRESENTATIVES,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
SUBCOMMITTEE ON MANPOWER AND CIVIL SERVICE,
Washington, D.C.

The subcommittee met, at 9 a.m., in room 311 of the Cannon House Office Building, Hon. David N. Henderson (chairman of the subcommittee) presiding.

Mr. HENDERSON. The subcommittee will come to order.

The subcommittee is meeting this morning to consider two similar bills, H.R. 2162 introduced by Mr. Charles Wilson of California, and H.R. 3522 by Mr. Young of Florida, to authorize any officer or employee of the United States to accept the voluntary services of certain students for the United States.

President Ford, in his commencement address to the Ohio State University last August 30, strongly emphasized the need to bring education and employers together in a new climate of credibility and pledged the Government's help to create a responsive vocational environment. Work-study programs, as a part of the ongoing educational process contribute a great deal to bringing the world of work and the institutions of education closer together.

I understand that since the President's address, the Federal Interagency Committee on Education has placed renewed emphasis on finding ways to, in the President's words, fuse the realities of a work-a-day life with the teachings of academic institutions.

Section 3679 of the Revised Statutes of the United States (title 31, United States Code, sec. 665(b)) which prohibits any officer or employee of the United States from accepting voluntary services, serves as a bar to participation by U.S. Government agencies in many educational programs that provide students with meaningful work experiences which bridge the gap between education and employers.

In no small way, this was brought to my attention late last year by a letter I received from Ms. Tina Habas, an executive student intern participating in the Executive High School Internships of America program. Ms. Habas wrote urging passage of legislation such as we are considering today to allow the Federal Government to accept the voluntary services of student interns.

At this point I would ask that, without objection, her letter with certain enclosures be inserted into the record.

[The documents referred to follow:]

DENVER, COLO., *December 7, 1974.*

POST OFFICE AND CIVIL SERVICE,
Manpower and Civil Service,
Washington, D.C.

DEAR MEMBERS: I am currently an Executive Student Intern working in Representative Patricia Schroeder's Denver District Office. I have become involved in an attempt to pass H.R. 14093, which would authorize any officer or employee of the Federal government to accept the voluntary services of student interns. There are at present, approximately 70 High School Interns participating in this program in the Denver area. Some have been placed in law firms, City and State offices, hospitals and private businesses. Unfortunately, I am the only intern who has been placed in a Federal office, and I believe that there would be much more interest among Federal officials if this bill would be passed.

I have sent a letter to all of the Intern's sponsors, and have asked them to outline what they believed to be the areas in which their intern has benefitted from this program, and how they feel about the program. I have received replies from the Division of Safety, the Division of Public Works, and office of the Superintendent of the Denver Public Schools, the Council on the Arts and Humanities and from various private businesses. I have enclosed the replies I have received from the agencies as well as two letters from interns. I do hope that this will assist you in evaluating this bill for passage.

The experience that a student gains from this program is invaluable. Not only does it assist the intern in deciding on his or her career, but it also gives the intern a chance to be involved in government at a decision-making level along with an executive. I believe that working in this office has given me the ambition to participate in civic affairs, and hopefully a career in politics. The passage of this bill would guarantee a definite profit for the United States and her citizens not only in the present, but also in the future. This program prepares the leaders of tomorrow for the problems of tomorrow.

I hope that the enclosed will assist you in your consideration of this bill, and I hope to hear from you in the very near future. Please respond to the above address, returning all correspondence. Thank you so much for your time.

Sincerely,

TINA HABAS,
Executive Student Intern.

DENVER MUSEUM OF NATURAL HISTORY,
Denver, Colo., November 22, 1974.

MS. TINA HABAS,
Executive Student Intern,
Federal Office Building,
Denver, Colo.

DEAR MS. HABAS: In reply to your letter of October 31 regarding your lobbying project, I would say that the following are some of the important general goals of, and experiences to be gained from the Executive Intern Program.

(1) The intern gains first hand knowledge of what it means to be at a job level where decisionmaking and supervisory skills are needed.

(2) A great deal can be learned about the organization where he is placed and how his executive fits into it.

(3) Skills can be developed in working with adults, adjusting to new situations, etc.

(4) If the intern is placed in an area where his career interests lie, he is likely to find out if this career is really for him. If he is placed in an area that was not his first choice, he may learn about a profession that he may ever have considered as a career. This new experience is likely to expand his horizons.

(5) On the other side, executives and organizations should be concerned about training qualified people for positions of responsibility. Many organizations have no career training programs. They need to interest bright young people in considering them as a career possibility. Whereas colleges and universities educate people for careers, nothing can take the place of an apprenticeship type of on-the-job training. Consequently, I feel this program benefits the organization in which the intern is placed.

(6) Specific to placing interns in federal positions: it is extremely important that bright, hard working and dedicated young people are given an opportunity to learn about and become interested in careers in government. The more they know

about the inner workings of the system, the more effective citizens they will be, as well as being in a position to consider careers in federal service. A possible result of allowing more volunteer participation in government would be that certain government services would then cost less to taxpayers. Probably the reduction would be negligible, however.

I talked to my intern, Stacie Walton, about ways in which her work here has assisted her in planning for an education and a career. Some of her activities that she feels have influenced her are: doing research for school tours and giving tours, cleaning the meat off of a Galapagos tortoise skeleton, cataloguing education department collections, and a behind-the-scenes visit to the Denver Zoo. Stacie expects to major in biology and has thought of becoming a veterinarian. She is now more interested in working at a zoo than becoming a "pet-vet". Her work at the Museum has increased her interest in ecology and the environment to the point that she has looked into careers in those fields also. Although she is not currently considering museum work as a career, she would like to become a museum volunteer.

I certainly feel that both Stacie and the Museum have gained from the Executive Intern Program and support both House of Representatives Bill 14093 and Senate Bill 3326. Please feel free to forward copies of this letter to Colorado Senators and Representatives to Congress.

Sincerely,

MARTY HARTMANN,
Curator of Education.

CITY AND COUNTY OF DENVER,
OFFICE OF MANAGER,
Denver, Colo., November 25, 1974.

Miss TINA HABAS,
Office of Congresswoman Pat Schroeder,
Denver, Colo.

MISS HABAS: Below is a list of the main experiences and goals that I feel the Jr. Executive Program has to offer.

MAIN EXPERIENCES

(1) The individual learns exactly what the business world and decisionmaking level of society is like.
(2) The intern receives valuable first hand experience while working.
(3) The person is in constant interaction between numerous people who are connected in one way or another with their particular organization.
(4) The student learns how to operate in an adult world, since he is so accustomed to communicating only within his own peer group.
(5) The intern takes an active part in meetings, having the opportunity, also, to see what part their sponsor plays in the efficient operation of organization.
(6) The student is able to do things an average citizen is not allowed to do, mainly, because of security reasons.

WHAT IS ASSISTING MY INTERN

(1) Our strong intern-sponsor relationship.
(2) Her willingness to learn and our willingness to teach her.
(3) The willingness of everyone she comes into contact with, to spend a few minutes of their time to show her around, and tell her a little about their operations and responsibilities.
(4) The trust and responsibilities that are given to her by everyone.

Very truly yours,

DAN P. CRONIN,
Manager of Safety.

GENERAL ELECTRIC BROADCASTING CO. OF COLORADO, INC.,
Denver, Colo., November 21, 1974.

Ms. TINA HABAS,
Executive Student Intern, Federal Office Building, Denver, Colo.

DEAR TINA: We at KOA feel that the Executive High School Internship Program in Denver is a worthwhile program. Our intern, Lise Nielsen, has been a very welcome addition to our staff.

I believe the main benefit to the intern is an introduction to the real world of work and the people within that world. Studying an occupation or business in a classroom often results in a rather shallow understanding of what that particular activity is about. Actually being immersed in that business or occupation with its accompanying frustrations and successes should lead to a much better realization of what is required for a successful career in that area. I see this as the main benefit of the intern program.

There are others also. By interacting with others of differing backgrounds and ages the social skills of the intern are improved. The leadership skills are strengthened when varying degrees of responsibility are given to the intern. However, as I said before, the main benefit is the total immersion of the intern in the activity.

I hope the above is of some help to you. It would seem to me that interns could profit from experiences in government, especially since government seems to be a larger and larger part of our lives.

Sincerely,

JOHN A. GRUCCI
Manager—Employee and Community Relations.

Mr. HENDERSON. This particular program is but one example of the kinds of educational programs that deal with the practical application of education in which the Federal Government should be interested.

Exceptions to the title 31 prohibitions are not unique. The staff has identified approximately 50 statutes that provide specific authority to utilize voluntary and uncompensated services.

For example, title 7, United States Code, authorizes the Secretary of Agriculture to utilize voluntary or uncompensated services in developing new uses and markets for farm commodities. Similar authorities have been granted to the Administrative Office of the U.S. Courts, the Secretary of Interior, and, of course, ACTION agency.

Our interest in considering this legislation at this time is not so broad as to try to comprehend a total approach of just how and to what extent the Federal Government would participate in educational work experience programs.

Rather, our interest is limited to the specific prohibition on accepting voluntary services and the need to provide an exception to that prohibition to allow the Federal Government to carry out the President's charge.

I know the Federal Interagency Committee on Education is just now in the process of formulating recommendations and plans and it may be some time before a complete program is formulated. Nevertheless, their work should not be hindered by the prohibition that this legislation would correct.

Before we proceed with our witnesses this morning, I would like to indicate for the record that we have asked for the views of the administration on the legislation. We have contacted the Civil Service Commission and the Department of Health, Education, and Welfare.

The administration's views will be contained in a report that has been prepared by the Civil Service Commission and we understand will be received by the subcommittee very shortly.

We don't anticipate any opposition to the bills from the administration. As a matter of fact, I believe that HEW is very supportive of our efforts here.

There is some concern, however, that the bill as drafted could apply to a much broader concept of accepting voluntary services from students than is either envisioned by the administration or, I think, members of the subcommittee.

We do anticipate some changes in the language of the bill to emphasize the student work experience programs at the secondary school level, to make it clear that the students who might participate in a program would not be Federal employees and would be considered only in conjunction with a cooperative effort by the local school districts and local school officials.

I am very pleased to welcome as our first witness this morning, Congressman Young of Florida, who is the sponsor of one of the bills I earlier referred to, and who is greatly responsible for the subcommittee meeting this morning.

By way of the sponsorship of this legislation, and cooperating as fully as you have with our staff, it is my pleasure to welcome you. You may proceed.

STATEMENT OF HON. C. W. BILL YOUNG, CONGRESSMAN FROM THE STATE OF FLORIDA

Mr. YOUNG. Mr. Chairman, thank you very much. I appreciate the opportunity to appear before you this morning to testify in behalf of H.R. 3522, as well as H.R. 2162, as the bills are almost identical; and as its author and introducer, I want especially to thank the subcommittee for holding hearings on this bill. Though only a single page long, it holds the potential for bringing to the Federal Government the talents of the young people who will be tomorrow's leaders.

H.R. 3522 authorizes any officer or employee of the United States to accept the voluntary services of high school and college students. Present law, title 31, section 665(b) of the United States Code, prohibits Federal employees from accepting voluntary service for the United States except in cases of emergency involving the safety of human life or the protection of property. Though there are dozens of exceptions to this section written into law, at present there is no means by which students can intern with the Federal Government on a voluntary basis.

I believe that allowing student service on a voluntary basis will be of enormous benefit to the Government and to the students. There is a program in existence today which shows considerable merit in this area, and with the exemption provided by H.R. 3522, it could expand its operations to the Federal Government.

The Executive High School Internships of America was founded by Dr. Sharlene Pearlman Hirsch—from whom you will be hearing later, I understand—in order to join high school juniors and seniors with executives for a semester of on-the-job training.

Selected school districts throughout the Nation now participate in the program, and States with programs include California, New York, Texas, Colorado, Louisiana, Maryland, the District of Columbia, and my own home state of Florida.

Last year, some 1,300 students took a semester's sabbatical from all their regular studies and served as special assistants to senior officials in government, private nonprofit agencies, civil organizations, educational and cultural institutions, mass communications, and the private sector.

These executive interns attended policy meetings and conferences with their sponsors, followed up on special assignments, prepared

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memorandum and reports, and at times, even traveled with their sponsors. In return, they received special academic credit at school for the work.

In Tampa, Fla., for example, students last year worked out of the mayor's office, the county commissioner's office, the juvenile court, and the chamber of commerce. One very interesting case: a 17-year-old high school senior, Charley Bennett, worked for the supervisor of elections, and by the time his internship was finished, he knew election law backward and forward. His sponsor, James Sebasta, was full of praise for the intern, saying:

> If Charley is an example of the intern program, the program is one of the best things to come out of high schools in a long, long, time. He was sharp, outgoing, he joined in and helped us a great deal in the office on many different projects.

At a time when President Ford is calling for more youth involvement in our Federal processes, I believe that the executive high school internships, and programs like it hold great promise for the future.

H.R. 3522 will allow Federal executives to become sponsors of these fine young people and make use of their enthusiasm and talent, without cost to the Federal Government or the taxpayer. And hopefully, by participating as interns in the Federal Government, more high school students will become interested in our Government and more knowledgeable of its operation.

Perhaps the best recommendation I can make for passage of this legislation is to quote from the Tampa student I mentioned earlier, Charley Bennett. When asked by a reporter what he had learned generally from his internship, Charley responded:

> Through my job, I also found that politics is a rough world. Politics is a field where you have to be able to make reasonable compromises about certain conditions. You have to work out a compromise so both sides get more or less what they are after, so no one will go away unhappy.

I think the latter part of his statement is even more conclusive. To further quote him:

> I also found that you have to respect the opinions of others, and their ideas. You should not try to force your ideas upon them. There is a great difference in forcing your ideas and stating your ideas so you help people change their mind.

I think that is quite a profound statement, especially for a young person attending high school.

Mr. Chairman, those with this sort of positive attitude and willingness to participate constitute a great pool of talent for our Nation. I hope we help to develop this talent and make use of it in behalf of the American people.

Mr. Chairman, again, I thank you and the members of the subcommittee for considering H.R. 3522 and H.R. 2162, and for allowing me this opportunity to speak in its behalf.

Mr. HENDERSON. It has certainly been our pleasure to hear you this morning. I commend you for the introdction of this legislation and for your interest in moving it forward and for your statement this morning.

I will ask unanimous consent that any exhibits or further data that you would like to have inserted in our record be put into the hearing record this morning. As I don't have any questions, I am very pleased to yield to the gentleman from New York, Mr. Hanley.

Mr. HANLEY. Thank you, Mr. Chairman.

I simply want to echo your commendation to Mr. Bill Young for his initiative in this matter. Your testimony is excellent, Bill, and certainly your concern for the allegation of this prohibition should go a long way toward the action of this committee, which I hope very much will concur in the intent of your legislation and allow all these young people an opportunity to participate voluntarily in various programs of the agencies of this Government.

So again, I commend you on your initiative.

Mr. YOUNG. Thank you very much. Your comments are very much appreciated.

Mr. HENDERSON. We appreciate your appearance this morning. Our next witness will be our colleague from Colorado, a very distinguished member of our committee as well as Census Subcommittee chairwoman.

Mrs. Schroeder, I would be delighted for you to proceed in any way you like, but before you get started, I am sure the members would be glad to hear when you are going to get a resolution out for us. It is our pleasure to welcome you.

STATEMENT OF HON. PATRICIA SCHROEDER, CONGRESSWOMAN FROM THE STATE OF COLORADO

Mrs. SCHROEDER. First of all, I would like to have unanimous consent to put in an article about the executive intern program from the Denver Post.

Mr. HENDERSON. Without objection, it certainly is ordered.

[The article follows:]

[From the Denver Post, Apr. 14, 1974]

EXECUTIVE INTERN PROGRAM—27 DENVER STUDENTS DO THEIR SCHOOL WORK IN HIGH OFFICES

[By Art Branscombe, Denver Post Education Editor]

A whole new world has opened up this semester for 27 Denver high school students—the real world.

"Schoolwork" for them means working in Gov. John Vanderhoof's office, in Denver Mayor Bill McNichols' office, at the legislature, in the surgical ward at Denver General Hospital, in an advertising agency and in other governmental, business and nonprofit agencies around town.

They're working for and with two dozen of the people who make the state and city's governmental and business systems work. And they're doing real work while they see—from a vantage permitted few adults—how the system works.

These students—three from each Denver high school (about half and half boys and girls)— are pioneers in an "executive internship" program. And they're reveling in it.

WIDER WISH

"I just wish it could involve more people," enthused Valerie Wright, a senior at George Washington High School who works with Ed Sullivan, administrative assistant to McNichols.

"You learn facts in government class in school—things you memorize and file away in your mind," says Heron Gonzales, a North High student who works with Minoru Yasui, director of the City Commission in Community Relations. "But when you meet the mayor and his assistants and all the other people I'm meeting, you really learn how it all works."

And that is one of the prime purposes of the program, which the Denver Public Schools inaugrated in February.

As the DPS brochure describing the program puts it, "The student becomes aware of the parameters of any venture, be it public or private * * * the limitations under which that enterprise must function."

FOUR-DAY WEEK

The program does this by assigning each student to work four full days a week for a volunteer sponsor—a business, government or nonprofit agency executive—for a semester.

The intern is expected to do any work the sponsor assigns him. The sponsor is asked, in return, to include the intern, whenever possible, in all the sponsor's meetings, conferences and other activities, so the intern may listen and see how the sponsor's enterprise works.

For all this, no one gets any money. The student gets a semester's high school credit—and invaluable knowledge they could get in no other way. The sponsors get some help in their enterprises—and the satisfaction of giving a youngster what may be a priceless educational boost.

"The biggest thing you learn is dealing with people," says Miss Wright.

She works with Sullivan both at City Hall and at the State Capitol, where Sullivan is one of the city's legislative lobbyists.

"Oh, I learn a lot of facts about how the mayor's office runs," Miss Wright added, "but the biggest thing is how to deal with legislators, politicians, people who are trying to get a job done—and people who are trying to keep things from being done."

On Capitol Hill, she said, she will attend one legislative committee hearing while Sullivan attends another.

"I jot down notes on what happens on things he's interested in. It's really nice that he trusts me so much and gives me so much responsibility. Also, when things are being said that are confidential, he trusts me."

Here she stressed a point that several other student-interns also made.

CREDIT GIVEN

"The biggest difference between here and school is that at school you're not given credit for being capable. Here you are," she said.

Gonzales goes to all the meetings Yasui goes to during the daytime. He is also writing an application for a federal funds grant for a $40,000 youth-challenge program.

If the feds approve the program, Yasui pointed out, Gonzales may have a job this summer helping run it. Sitting in a restaurant downtown, where the two were participating in planning an upcoming Japanese festival, Yasui said of Gonzales:

"On his project, his grade is either A or flunk. That's how life is. If he succeeds, he's also got a job this summer. If he doesn't he doesn't. That's also how life is."

PREPARATION WORK

Using chopsticks to eat lunch, Gonzales nodded towards Yasui and said, "This sure is teaching me the value of preparation. That's what his work is—constant preparation and organization of details."

Over at Denver General Hospital, Deana Willingham, of Lincoln High School, has been seeing a different aspect of the real world.

Her sponsor is Mike Licht, director of hospital operations and finance.

"I spent two weeks in surgery, watching all kinds of surgeries. Once I even got to assist," she said, "putting on the gloves and swabbing out a wound."

She also has had two-week stints in the pediatric clinic, emergency room, and psychiatric ward.

VALUABLE TRAINING

"All this is really invaluable in making a decision for my future," she added.

Does she want to become a doctor?

"Sure. But what is valuable about this for anyone in high school is not only seeing what it's like inside a hospital, but seeing what a doctor's life is like.

"So if you try to be a doctor, it's not for the glamour of it, but because you know what kind of life it really is."

At Frye-Sills advertising and public relations agency, Christopher Cantwell, of East High School, was writing a mailing brochure for the Future Business Leaders of America program when a reporter came by.

"In college, I'll be a business major, with arts and communication as minors," he said. "The advertising business just fits these fields."

Cantwell's sponsor is Gilbert Frye, president of the firm.

A few blocks away, at a desk in the governor's offices, Brian Leverich of Thomas Jefferson High School is also busy on very real work, including letters to be signed by the governor.

Sponsored by Henry C. Kimbrough, an assistant to the governor, Brian described the sort of tasks he takes on.

"For one thing," he said, "I've been chasing down a grant for the Ute Indians from the federal Law Enforcement Assistance Administration (LEAA). The Indians thought someone in the governor's office was holding up their grant.

LETTER SENT

"I found out the state actually has approved the thing, but the LEAA had held it up. So I got a letter sent to the Utes telling them who has the papers and what the problem is.

"I'm sure learning a lot about how state government works—things you can't be tested on," he smiled.

Furthermore, he added, "Just being here changes your attitudes. Growing up today, it's easy to think all businessmen wear black hats. Around here, you realize all businessmen and politicians are human."

Over on the western side of Civic Center, another intern—Elbra Wedgeworth of Manual High—is seeing the human realities of the Juvenile Court system, under the sponsorship of Dr. Donald E. Fuller, director of Court services.

Every Friday all the interns meet for a seminar session with Al Mihevic, coordinator of the executive intern program.

At one such seminar, Miss Wedgeworth told her fellow interns, "It sure gives you a funny feeling to see kids your age taken off to Golden or Mountview (state training schools for boys and girls in trouble)—sometimes in handcuffs * * *"

ENTHUSIASM SHOWN

Nobody is more enthusiastic over the program than Mihevic, a former South High teacher and counselor who sold the program to the executives who are acting as sponsors.

"To me," he summed up, "this program is the greatest thing I've seen happen to young people in 26 years of education."

Mr. HENDERSON. I would like to extend to you the invitation to put anything in the record that you would like to put into the record, as long as we keep it open and until we report the bill.

Mrs. SCHROEDER. It is a delight to be here and I promise I will be very short. I want to thank you for the opportunity to present my views on legislation which would allow high school students to become more involved as interns with Federal Government agencies.

I would like to point out, Mr. Chairman, that Ms. Tina Habas whom you mentioned in your statement as a person greatly responsible for today's hearing, was a high school intern in my Denver district office last year.

The executive high school intern program is widely recognized in the Denver area as one of the most innovative and worthwhile educational experiences available to high school students.

In the little more than 1 year since this program was instituted in the Denver Public School system, the reaction has been so enthusiastic by the school system, the students, and the sponsoring organizations that there are now approximately 75 high school participants every semester.

Because my district office has been involved, I personally know how good the program is. We certainly benefited, not only from the good work Tina Habas gave us but also from sharing her insights as to what we should be doing. And in return, I think she benefited immensely from being an integral part of a congressional office.

But, unfortunately, I believe that my office is the only Federal office in Denver that has been involved in the intern program. This is undoubtedly because of the legal restrictions which the legislation before the subcommittee today would seek to remove.

I would hope that with the passage of this legislation, high school students in Denver will be given the opportunity to contribute as much to Federal Government programs as they now contribute to the mayor's office, and the State legislature, and the Governor's office, hospitals, and a great number of other nonprofit organizations in the community.

I think this is a very positive thing to do, and I think as we hear so much dialogue about whether or not education is meaningful and whether we are doing the right thing, and how can we really get people involved, I think this is a terrific way to do it.

So, I thank you for having the hearings and I hope this legislation will be reported out.

Mr. HENDERSON. We are most appreciative of your support, your testimony this morning, and your personal experience is going to be very helpful to us.

I am reminded of my recent visit to Denver, working with the Civil Service Commission. We visited a number of Federal agencies and I know of no city in the country that has as many opportunities for young students in the intern program as you would have in the Denver area, if this legislation were enacted into law.

I am sure we all anticipate that it will be very shortly. We certainly will depend heavily on you for your help as we get to the full committee and the floor. You are always helpful and effective.

It is my pleasure to yield to the gentleman from New York, Mr. Hanley.

Mr. HANLEY. Thank you, Mr. Chairman.

Pat, I went to commend you, too, for your initiative and efforts in this regard, and I think we would be remiss if we didn't express special commendation to your intern, Tina Habas, for her interest and followthrough. Apparently, she has been the catalyst in this movement and apparently, in her we have a leader in the making.

So, I commend you for your perception in taking Tina aboard and for your followingthrough on her recommendation.

Mrs. SCHROEDER. Thank you.

One example of things that have been happening in our office in Denver just happened last night, which is very exciting. It was also very tragic at the same time.

As you know, the problems between the House and the Senate on the railroad portion of the supplemental legislation was causing many veterans' checks to be held up, and there were many young veterans calling the office saying they were going to have to drop out of school by Friday if something didn't happen; and these interns were just phenomenal.

I mean, they were on phones saying, "Get us your landlord's name. Get us anybody's name and we will call them, anybody, and we will tell them. 'Yes, it will come eventually.' "

That kind of enthusiasm, I think, you rarely see in anyone but the young, and it is so revitalizing. And I think it helps everybody have a

little more trust in Government, if people really care that much. It kind of rekindles everyone's spirit, so let's hope we can have it.

Thank you.

Mr. HANLEY. Thank you.

Mr. HENDERSON. I can assure you it is always a real pleasure to hear from you and we appreciate you coming this morning.

Mrs. SCHROEDER. Thank you.

Mr. HENDERSON. Our next witness this morning is Dr. Sharlene Pearlman Hirsch, the national director of the Executive High School Internships of America. And it is certainly a pleasure to welcome you this morning, Dr. Hirsch.

STATEMENT OF DR. SHARLENE PEARLMAN HIRSCH, NATIONAL DIRECTOR, EXECUTIVE HIGH SCHOOL INTERNSHIPS OF AMERICA

Dr. HIRSCH. Thank you very much. Mr. Chairman.

I want to express appreciation to you, the members of the subcommittee and the staff for your interest in the bill that we very much need in our program. I will be brief.

Mr. HENDERSON. Excuse me just a moment. In the interest of time, I certainly should inform those in the audience that your biography has been made available to all the subcommittee members and is on the desk in front of us this morning. It is most impressive and I will ask that it be inserted in the record, along with your prepared statement, at the end of your testimony.

You may continue.

Dr. HIRSCH. Thank you very much, Mr. Chairman.

I am here speaking in support of H.R. 2162, and H.R. 3522, as a representative of Executive High School Internships programs in 27 school systems in 17 States and the District of Columbia.

Our program involves 2,500 high school students throughout the country, and we all share a common concern. We are seeking legislative relief from the Federal civil service regulations that prevent us from developing nonpaid educational placement in agencies in the executive branch.

It is ironic that we can get into any other institution in the United States except the executive branch. Indeed, we do have experience all over the country in the private and public sectors and in city and State government, and we also have placements in Congressmen's and Senators' offices.

However, we cannot legally, as you know, have our interns in Federal agencies, and this is a great loss to our young people.

Here in Washington, D.C.; for example, we have a model of our program, and we naturally want to encourage Federal agencies to develop placements for our students. We have received an enthusiastic response from very high level people in a number of agencies, but when they have gone to their personnel officers to check this out, they have found this inhibiting civil service regulation and we have lost a number of valuable placements.

As you know, we have programs in other places throughout the country—in Illinois, California, Texas, Iowa, Colorado, New York, Tennessee, Louisiana, Alabama, Georgia, Pennsylvania, Delaware, Maryland, New Jersey, and Massachusetts. There, too, we have lost

placement opportunities because of this civil service prohibition, even for educational purposes.

Our program, Executive High School Internships of America, operates as part of the regular public school district's educational program. That means our students receive regular academic credit in standard subjects. The program is recognized by the various State education agencies and by colleges and universities as part of the standard school program. These students, instead of being in the classroom, are in their placements 4 days a week, regular business hours. On Fridays they attend seminars with fellow interns.

This is their educational program, and indeed, it is a very broadening opportunity for a young person to learn how an organization functions, to look at future career possibilities, and to become acquainted with leaders at the tops of their organizations so these students can learn how bureaucracies can function effectively.

I also want to point out that we have internships in unions, as well. We have had interns with the District Council 37 of the American Federation of State, County, and Municipal Employees; with the Central Labor Council in Tampa; and with the AFL/CIO in Denver, as well as other places around the country.

Our interns are not paid. There is an important reason for this. The students are in the program instead of being in the classroom, and they receive a full semester of academic credit. Whatever agency they are placed in is really their classroom for that particular semester.

Also, there is a prohibition in our program against students being misused as typists, xerographers, messengers, or in other types of roles in which young people would be productive and for which they should be paid. Instead, our students have a broad learning experience. They go to meetings and conferences. They see decisionmaking in operation.

They do some beginning-level research and other kinds of tasks. However, this is done under close supervision of the agency and is for the purpose of their education. It doesn't really further the work of agencies in any significant way that would result in economic gain for the organization.

So the real beneficiary of this kind of experience is the high school student, and it is an educational experience. In no way do our interns ever replace regular employees. The work force in their particular agencies is never reduced by virtue of their presence in this program.

It is a short-term program, usually about 3½ months, and they come and go. And so it would be ludicrous, I think, to suggest that these students in anyway would be replacing full-time professionals, many of whom have Ph. D's or other advanced education, while the students are in this particular program. It is a clear educational program and an opportunity for students to explore the work and lives of executives, managers, and administrators, while they are still in high school.

We have a very careful monitoring process to be certain that the students are not misused. We have a memorandum of understanding, using the teaching-by-contract notion, that everyone signs, to guarantee that the students are not going to be used in productive labor roles for which they should be paid.

Each of our participating school districts assigns a full-time professional to oversee the program, and that person is constantly alert

to make certain that the students are receiving a broad experience and are not being exploited.

Our program has been praised by the U.S. Commissioner of Education, Terrel Bell, in speeches about innovation at the secondary level, and I am proud to report to you that just yesterday we won a $5,000 award from Western Electric in recognition of outstanding achievement in meeting the needs of today's youth.

In conclusion, it seems to me very important, as we approach the Nation's Bicentennial, that we begin to worry about the development of the country's future leaders. Educational internships in the Federal Government can be a potential vehicle for exposing young people to career opportunities at the national level and attracting them to public service.

Indeed, this is how I got my start. I was a Washington intern in education here with the House Education and Labor Committee, and also the U.S. Office of Education. My problem was, however, that I had to wait until I was an advanced graduate student at Harvard, about to receive a doctorate degree, before I could have this kind of exciting experience.

My aim now is to open these opportunities to every high school student in America who can benefit from such an experience. With the passage of H.R. 2162 and H.R. 3255, we can move closer toward the realization of this goal.

Mr. HENDERSON. Thank you very much, Dr. Hirsch. I always try to find something in common with a witness that appears before the committee, and I know that you also held a position of education director of the General Subcommittee on Education. I am assuming that was under the House Committee on Education and Labor.

I, too, served there as an employee several years ago, at a time when the subcommittee staff was small enough that everybody knew everybody. They are so big now, that I am quite sure that the members of the committee don't know who the staff people are. They hardly know the members on the committee.

I am sure you found that experience a very rewarding one. I know that you worked on developing national education policy.

If you have anything to send to us on that, we would be delighted to hear on that subject. Getting to the very point of your appearance, you made many points about the operation of the program through the Executive High School Internships of America that obviously answer many of the questions that we would want answered, and that I think would have to be answered as the law is amended to extend this opportunity to all young persons. Obviously, it could not be restricted to any one particular agency or organization, such as the one that you are director of, as the sole source of operation.

I am most appreciative that you have given us the benefit of your experience, and how you are operating. I think that this record will be very important as we consider the legislation, especially in implementation of the legislation. Absent the answers to these questions, I think it would be very difficult for us.

There are just a few questions that I have that I think could also help the record. Your organization, I assume, is a nonprofit organization, and would it be correct to assume, then, your sources of funds are all voluntary contributions? Do you have other than voluntary

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contributions to the organization? I guess what I am really asking is, do you have Government grants?

Dr. HIRSCH. No; we don't. Each of the participating school districts pays for the bulk of its own program, so that we work with any district which will agree to support a full-time professional on its staff to monitor this program and meet other requirements relative to maintaining a quality program. Typically, the coordinator is a classroom teacher or perhaps someone on the central administration staff who is reassigned to work on this program on a full-time basis. That person is on the budget of the participating school district.

So that, in total, our collective national budget is about $1.5 million or $545 a pupil. But most of that is spent locally and I never see it. Of that total, my office is about $150,000. The funds I receive to operate the national office all come from foundation sources.

That compares very favorably with operating a regular public school program, and we are moving more and more into the local contribution kind of a mix, because we feel that is very important for each local school district to carry its own share of this program.

Mr. HENDERSON. Now, the funds you mentioned that come from the local school districts, are they paid to your organization, or are they paid directly to the employee?

Dr. HIRSCH. They are paid directly to the employee. In other words, that person customarily has been a teacher or other professional on the regular payroll of the district, and so they have simply used that person for this program, instead of another purpose. In one or two instances, the districts have created new jobs locally, and have again hired locally so that this is pretty much a local kind of an operation.

Beginning with the coming school year, each will pay a rate of $2,000 to our organization. That doesn't cover my salary or any of the operation of my office, but simply conferences.

Mr. HENDERSON. Do you know whether or not any of the local school districts have used this program, as a basis for applications to receive Federal grants to assist in the expense of the programs?

Dr. HIRSCH. No districts have received direct Federal grants and I have been told by the U.S. Commissioner of Education that there is no legislation which would support this program directly. Two of our 27 districts have received State grants that involve Federal moneys. In Des Moines the district has a title III, ESEA program.

Out in Compton, Calif., the district has received some ESAA money, but these funds represent only 2 percent of our total national operating budget, and we do not expect any other districts to apply for State grants.

The National Institute of Education is going to be funding a national evaluation of our program starting this summer. That money won't come to us directly and we never applied for it. We are being used as guinea pigs for research purposes. NIE is contracting with a third party to look at the significance of this program in hopes that other districts will then begin to adopt it or something similar and in the hope of developing better instruments for evaluation of off-campus learning.

Mr. HENDERSON. Well, perhaps you would want to know why I asked that question. It has been suggested to us that if we are putting this before the Congress as an all-volunteer program perhaps we should have a prohibition against using Federal funds directly, or indirectly

so that we would really be carrying out the commitment that we are making.

No one has suggested that there could be direct Federal payments, but there has been concern over indirect payments. Could we conclude from what you have said that such a prohibition would not greatly hinder the program that has already been ongoing from your viewpoint?

Dr. HIRSCH. No, Mr. Chairman. We have an application under OE to develop models of this program but did not get the grant. We have no reason to suppose that we would ever be eligible for such funding. However at the same time, the subcommittee would be counterproductive in its thinking in doing that.

First of all, if this is important and a valid model of educational innovation, some States may want to use formula grants to support local models of the program. This should be a valid expenditure of Federal funds allocated to the States to demonstrate this kind of a program. It requires no additional Federal funds to do this, simply a change in priorities.

Mr. HENDERSON. Well, I would hope you would assist us and our staff in preparing a very accurate statement for the record as to what the indirect costs might be. We have understood that there would be no direct cost. I don't want to be in the position of going to the floor and saying there is no cost involved and then having someone who might be more knowledgeable then point out that indirectly, there are Federal funds.

And I am sure you wouldn't want us to be torpedoed in that manner. We want to give a full record to the Congress.

We also have some legal problems that we will have to consider with regard to the Federal Government responsibility to the students, or the intern, for such things as work injury compensation. What has been your experience with regard to this? I am sure you must have some experience at the State level.

Dr. HIRSCH. We have found it necessary to take out a small insurance policy for the students. We have not had requests at the public level.

We have had requests at the private level from employers about the issue of liability. The public agencies at the State and local levels have felt that they were self-insured and handle this, but private agencies have had problems. So we have taken out a policy developed by Insurance Co. of North America, which is costing us about $2.50 a student.

However, our aim would be to begin to mesh this with whatever local school district insurance policies are already carried. You have to remember that these kinds of programs, which in many districts are called alternative or action learning, are spreading throughout the country, and local school districts are having to reexamine their own local insurance policies and make adjustments.

On the question of cost, I think there is an important issue we have to differentiate. This program does not cost the employer anything. To have a student in one's office costs time, yes, if you are going to look at that factor, but in terms of paying an employee, there is no cost. That is what we are saying in terms of this program; that it does not cost the Federal Government anything to have an intern in

its agency, any more than it is costing IBM, or costing a labor union or anybody else.

It does cost a local school district money to operate this program. It also costs them money to operate any program and they are responsible for the education of those 50 or 200 or 2,000 students and they have to find funding.

What they are doing is using whatever local funds are readily available for them within their existing budgets to develop an educational program. They are using it for this program instead of some other program, because in their judgment it is a valid educational experience.

This doesn't require an allocation of any additional funding by the Federal Government for this program.

Mr. HENDERSON. Do you believe that the local school district should insure the intern for injury and for health during this period of time? What I am trying to say is: I would think we would want to make it clear that the Federal Government doesn't have the responsibility, but should we go beyond just assuring that and require that it be provided by the local educational agency?

The insurance problem is not unique to this program, as I have said. In the tradition of local control of public education, I would hope that the matter of insurance would be left to the States and individual districts to work out. At the same time, my own program would have no problem with an insurance requirement.

Mr. HENDERSON. I have no question in my own mind that we would want to provide immunity to the Federal Government for that contingency if we are talking about health insurance.

But at the same time, I wonder if we don't have an obligation to insure that the student be provided the same kind of protection while on the Federal job and in the Federal installation, that we provide for Federal employees. It is a question I am not quite sure we have all the answers on.

I raised just these few questions to show you that the fact of the prohibition in the law is not something that has been overlooked. There are problems, and we want to resolve those problems to make this a very viable program. I really expect we could get from some of the State agencies just exactly what has been the status of an intern while working in the State office.

For example, have they been covered by State workmen's compensation and health insurance programs? This could be helpful to us.

Dr. Hirsch, we certainly anticipate from time to time, as we consider this legislation, calling on you for further help. If there is anything that you would like to have brought to our attention or included in the record, if you will bring it to our attention, we would be most appreciative. We appreciate your testimony this morning.

Dr. HIRSCH. Thank you very much.

[The prepared statement submitted by Dr. Hirsch is as follows:]

STATEMENT OF DR. SHARLENE P. HIRSCH, NATIONAL DIRECTOR, EXECUTIVE HIGH SCHOOL INTERNSHIPS OF AMERICA

Mr. Chairman and members of the subcommittee, I am Dr. Sharlene P. Hirsch, founder and National Director of Executive High School Internships of America. I am speaking in support of H.R. 2162 and H.R. 3522 as a representative of Executive High School Internships programs in 27 school systems in 17 states

and the District of Columbia. The Executive High School Internships program, which has been in operation the past four years, annually involves 2,500 high school students from the following school systems: Birmingham Public Schools, Birmingham, Alabama; Compton Unified School District, Compton, California; Monterey Peninsula Unified School District, Monterey, California; Sacramento City Unified School District, Sacramento, California; Denver Public Schools, Denver, Colorado; Wilmington Public Schools, Wilmington, Delaware; District of Columbia Public Schools, Washington, D.C.; School Board of Pinellas County, Clearwater-St. Petersburg, Florida; Orange County Public Schools, Orlando, Florida; School Board of Palm Beach County, West Palm Beach, Florida; Hillsborough County Public Schools, Tampa, Florida; Atlanta Public Schools, Atlanta, Georgia, Chicago Board of Education, Chicago, Illinois.

Also, Des Moines Public Schools, Des Moines, Iowa; Wichita Public Schools, Wichita, Kansas; New Orleans Public Schools, New Orleans, Louisiana; Frederick County Public Schools, Frederick, Maryland; Boston Public Schools, Boston, Massachusetts; Lincoln-Sudbury Regional School District, Sudbury, Massachusetts; Hamilton Township Public Schools, Trenton, New Jersey; Buffalo Public Schools. Buffalo, New York; New York City Board of Education, New York, New York; Philadelphia Public Schools, Philadelphia, Pennsylvania; Memphis City Schools, Memphis, Tennessee; Dallas Independent School District Dallas, Texas; Houston Independent School District, Houston, Texas; San Antonio Independent School District, San Antonio, Texas.

I can also speak as a member of the Steering Committee of the Society for Field Experience Education, an organization composed of representatives of about 250 internship and field placement programs at the college and graduate school levels.

PURPOSES

All of us share a common concern. We are seeking legislative relief from federal civil service regulations which now prevent us from developing nonpaid educational internships in federal agencies. At the outset, I want to be very specific about the placements we are and are not seeking. We are not referring to placements in which students would merely be exploited as free labor in clerical, messenger, or other service roles in which young people would ordinarily be expected to be productive and for which they should be paid. We are seeking experiences in which students can begin to taste and share in the professional lives of senior staff members—attending meetings and conferences, learning to do some beginning-level research and other educational assignments under rather close supervision, and perhaps even participating in field visits to programs with their executive sponsors. Quite frankly, these are more teaching situations than employer-employee experiences, and we can expect that the primary beneficiaries would be the students. Based on four years' experience with our program. I can assure you that there would be no displacement of any paid staff and the program would not require any new allocations of federal funds.

Let me explain briefly how the Executive High School Internships program operates, so you will understand the importance of this program to the education of our young people.

PROGRAM DESCRIPTION

The Executive High School Internships Program enables a select but diverse group of high school students in their junior or senior year to take a semester's sabbatical from regular studies and serve as special assistants-in-training to senior officials in a variety of organizations and institutions in government, business, the arts, the media, health, education, civic affairs, and related fields.

Interns spend full time, four days a week, alongside their sponsors, participating in meetings and conferences, witnessing decision-making in action; and following up on professional-level assignments. On Fridays, they attend seminars—many student planned and operated—on management and administration, under the supervision of the full-time coordinator appointed by the school district. Interns are required to keep daily analytical logs documenting what they are learning during the course of the program. At the end of the term, interns return to their high schools to present projects that demonstrate the educational benefits of their internship experiences.

SPONSORS

Sponsors include business executives and managers; judges, attorneys, and counsels to organizations; administrators and commissioners of government

agencies at the state and local levels; television and radio producers and directors; newspaper and magazine editors; school superintendents; school board members; college presidents and administrators; museum curators, directors of arts associations and symphony managers; and many others.

The Executive High School Internships Program enjoys a wide range of participation from sponsoring corporations, agencies and institutions. These include companies such as IBM, AT&T, Dun and Bradstreet, Eastern Airlines, Walt Disney World, and local corporations such as Nieman-Marcus and Zale's in Dallas; Exxon USA in Houston; Gillette in Boston; Commonwealth Edison and Peat, Marwick & Mitchell in Chicago; Monterey Savings and Loan Association in California; Garvey International in Wichita; Insurance Company of North America in Philadelphia; the Brown Palace Hotel in Denver; the Stax Corporation in Memphis; and CBS, NBC and ABC TV and radio in various cities.

In government, Congresswoman Pat Schroeder of Colorado and Senator Charles McC. Mathias of Maryland; the Governor of Colorado; Mayors and County Commissioners of Frederick, Maryland; Hillsborough County, Florida; Bexar County, San Antonio, Texas; State Senator Albert Rodda in Sacremento; various California state agencies, including education, consumer protection, fish and game; Colorado state agencies, including highways, education, agriculture and social services.

In labor, District Council 37 of the American Federation of State, County and Municipal Employees, AFL-CIO, in New York City; Hillsborough County Central Labor Council, AFL-CIO, Tampa, Florida; Labor's Community Agency, AFL-CIO, Denver, Colorado.

The only places that have been "off limits" to us have been federal agencies. We have had offers from places such as the Law Enforcement Assistance Administration, Office of Education, National Institute of Education, and the U.S. Treasury Department. However, because of the civil service regulations, we have not been able to pursue these educational opportunities for young people.

COMPENSATION

Executive Interns are not paid. They participate in the program instead of going to their classes during the internship semester. Executive Interns receive a full semester's academic credit in regular subjects, both required and elective, and make normal progress toward high school graduation along with their counterparts in the classroom. The credit is recognized by state departments of education and by colleges and universities throughout the nation.

While students are not paid during the internship, many receive subsequent offers of part-time and summer employment from their sponsors, who also assist them in applying for college admissions and scholarships. Limited travel opportunities are also part of some interns' experience. For all interns, the exposure to the organizational world and the valuable number of contacts made during the internship constitute a substantial reward for program participation.

MEMORANDUM OF UNDERSTANDING

The mutual obligations of all participants are specified in a memorandum of understanding which is signed by the students, executives, parents, school principals, and program managers. This assures that the standards of the program will be maintained and that students will not be misused.

SELECTION OF INTERNS

Interns are chosen on the basis of personal qualities and talents that make for success in the program, including: strong interest in the internship opportunities offered; perseverance, creativity; maturity and responsibility; aggressiveness; and good communications skills. In addition, each internship has its own unique set of qualifications, based on the skills, knowledge, and experience required by the sponsor. Following personal interviews, final placements are based on the mutual choices of both students and sponsors. The program has its share of academically gifted students but also includes some talented students whose grades are below average, not reflecting their real potential.

BENEFITS FOR THE STUDENT

The Executive Internship concept relates directly to many of the national, state, and local priorities in American education, such as:

Career education.—While not vocational training in the traditional sense, the program is a valuable means for many students to explore career options. At the end of the internship semester, the participants often make career choices on the basis of the experiences. Whatever their field of eventual employment, we know that 7 out of 8 young people will someday work in organizations, and all of them will have to cope with bureaucracies as citizens and consumers. Yet nowhere in the standard high school curriculum is this fact addressed. The Executive Internships program enables its participants to explore the organizational world of work and observe and sample the career lives of executives, managers, and administrators while they are still in high school.

Citizenship education.—Relevant citizenship training is rapidly becoming a national priority, particularly in view of recent events in American history and politics. The Executive Internships program addresses this need by providing young people placed in public sector agencies and organizations with a realistic view of how government operates. Far from being turned off after the experience, most interns express astonishment that high-quality professionals have chosen government as their career, and those leaders often serve as role models to the interns in deciding upon future work. Most importantly, young people in the program begin to recognize the opportunities for employment and service that exist right in their own communities. They become motivated to devote their talents and energies to their own home towns rather than moving away and draining off human resources needed in their own locales.

Economics education.—Executive Interns in the private sector develop a greater appreciation for private enterprise and the profit motive. While the program is not designed to indoctrinate young people to any particular point of view, most interns in the private sector decide to choose business as a career. Many interns express amazement that executives work so hard, become bogged down with so much trivia, and have to cope with human problems in dealing with people. Through the program, the interns gain a greater understanding of and respect for the business world.

Introduction to adulthood.—Wherever the interns serve, they become oriented to the responsibilities of adulthood, and most interns find this aspect of the program the most significant feature of the experience. The program enables young people to be taken seriously and to accept real responsibility, often for the first time in their lives.

PROGRAM MANAGEMENT

At the local level, each module of the Executive High School Internships program for 40–60 students a year is administered by a full-time professional coordinator paid by the school district. The coordinator's role is to manage the entire program, including the selection of sponsors; the recruitment and placement of interns; the day-to-day monitoring of the interns' experiences to insure educational quality; the planning and conducting of weekly seminars; the review of the interns' daily logs; liaison with all of the high schools in the district, as well as parents and the community; the evaluation of the program; and assisting interns with applications for employment, college admissions, and scholarships.

The careful monitoring process used in this program insures maintenance of its educational quality. The coordinator visits all placements regularly to make certain that students are being involved at a professional level and are not being exploited. Nationwide, there are 55 coordinators of the program.

The nonprofit National Office of Executive High School Internships of America, with headquarters in New York City, exists to provide ongoing staff training, program development, monitoring, and technical assistance services to the participating districts. My job is to acquaint new districts with the benefits of the program and to work with any school district that agrees to provide its own full-time professional to coordinate the program; releases students on a full-time basis to participate as interns; and awards a semester of academic credit in regular academic subjects.

Our services begin with a week-long training program for new coordinators to acquaint them with all aspects of program management. Once they return to their districts to begin implementation, we keep in close contact with them and provide every possible assistance.

Once the program is in operation, I visit each district to meet with participating students, sponsors, school officials, and community leaders and make a report to the superintendent of schools regarding the quality of the local program. In this way, I keep in constant touch with the program as it operates in the field and we can maintain high standards.

Each year we also bring the coordinators from throughout the country together for a week-long inservice program. We have just completed the second such program this year on management and administration which was held in San Antonio.

In addition, we sponsor an annual National Conference of Executive High School Interns in Washington, D.C., where student representatives from all of the participating school districts gather to meet with their Congressmen and Senators, officials from the Executive Branch, and other national leaders. Our next conference will be held in Washington beginning April 5 on the subject, "Government, Business, and the Economy," and I hope that the students will be able to meet with members of this subcommittee as part of their educational experience.

We also publish a quarterly newsletter and insure all of the interns while in the program.

I am proud to report that the Executive High School Internships Program has been featured on the agendas of national conventions of most of the prominent education associations. These include: the National School Boards Association; American Association of School Administrators; National Association of Secondary School Principals; National Council for Exceptional Children; National Council for the Social Studies; National Council of Teachers of English; and the Association for Supervision and Curriculum Development.

We have also received praise from U.S. Commissioner of Education Terrel Bell in his speeches about innovation at the secondary education level. This month we also received a $5,000 Appreciation Award from the Western Electric Fund "in recognition of outstanding achievement in meeting today's educational needs."

COST

The total combined budgets of Executive High School Internships of America come to $1.5 million; of this, the National Office share is $150,000, and the rest is contributed by local school districts. The average cost per pupil is approximately $645, making it a very economical program for a school district to run. There is no cost to the sponsoring companies and organizations.

NEED

As we approach the nation's Bicentennial, it is appropriate for us to begin concerning ourselves with the development of its future leaders. Educational internships in the federal government can be a potent vehicle for exposing young people to career opportunities at the national level and attracting them to public service. Indeed, this is how I got my start, as a Washington Intern in Education from 1967 to 1968, when I served with both the U.S. Office of Education and the House Education and Labor Committee. But I had to wait until I was an advanced graduate student at Harvard. My aim now is to open up these opportunities to every high school student in America who can benefit from such experiences.

With the passage of H.R. 2162 and H.R. 3522 we can move closer to the realization of this goal.

BIOGRAPHY OF SHARLENE PEARLMAN HIRSCH

Sharlene Pearlman Hirsch holds a bachelor's degree Magna Cum Laude from the University of Illinois and the master's and doctorate from Harvard Graduate School of Education. Before becoming National Director of Executive High School Internships of America, Dr. Hirsch served for almost three years as Director of the Office of Educational Development, New York City Human Resources Administration. Prior to that, she had held the position of Education Director of the General Subcommittee on Education, U.S. House of Representatives, working with 10 Congressmen on national education policy.

Dr. Hirsch has had broad experience in education—as teacher, administrator, curriculum developer, and trainer of teachers and administrators. She has served as a consultant to the Ford Foundation, the National Academy of Education, George Washington University, the Xerox Corporation, Columbia University, and the Boston Consulting Group. She has taught high school social studies and sixth grade in Illinois, New York, and Massachusetts school systems. She serves as Senior National Lecturer in the Nova University Ed.D. Program for National Educational Leaders and has taught at Harvard and Washington University in St. Louis.

Dr. Hirsch is serving a four-year elected term on the Executive Council of the Harvard Graduate School of Education Association and has been elected to the Executive Committee of the Society for Field Experience Education. She is the author of *The Courage to Change: Career Education for the Seventies* (Prentice-Hall, 1972); editor of *Needs of Elementary and Secondary Education for the Seventies: A Compendium of Policy for Improving Education* (Nova University, 1973); and author of articles in *Phi Delta Kappan*, *Social Education*, *Texas State School Boards Journal*, and *Career Education Digest*. Dr Hirsch is listed in *Who's Who in American Women*, *Leaders in Education*, *International Who's Who of Women*, *Dictionary of International Biography*, and *Who's Who in the East*.

Executive High School Internships of America

PROGRAM DESCRIPTION

The Executive High School Internships Program is being developed by a nationwide network of selected school districts located in California, New York, Texas, Colorado, Louisiana, Florida, Maryland, and the District of Columbia. Approximately 1300 students participate each year.

Executive High School Interns are juniors and seniors who take a semester's sabbatical from all their regular studies and serve as special assistants to senior officials in government, private nonprofit agencies, civic organizations, educational and cultural institutions, mass communications, and the private sector. The Executive Sponsors include city, state, and federal commissioners; judges; museum curators; directors of civic organizations; business executives; directors of community-based programs; administrators of programs in the performing arts; newspaper editors and publishers; and radio and television producers. Executive Interns attend policy meetings and conferences with their sponsors, follow up on special assignments, prepare memoranda and reports, and at times even travel with the sponsor.

The success of the program is based on a close one-to-one relationship between the sponsor and intern.

Interns are with their individual sponsors four days a week during regular business hours. On Fridays, all of the interns meet as a group for seminars on urban policy development and administration, in which they discuss readings, meet with officials, make site visits to programs in operation and often make their own presentations. Hence, the program is a marriage of the theoretical and the practical, combining the best elements of classroom analysis with actual experience in the world of executives and organizations.

As further evidence of the serious educational nature of the program, Executive Interns are required to keep analytical daily logs of their activities and to present projects to their high schools at the end of the semester which demonstrate what has been learned in the program. Executive Interns are not paid, because they are in the program to learn rather than to be productive employees. However, they do receive a full semester of academic credit for their participation.

The services of the National Office to each of the participating districts are as follows:

1. Travel by the National Director to the district to introduce the program to all relevant members of the staff, at the expense of the National Office.

2. Once a commitment has been made by the local school board to the program and a coordinator has been selected, the National Office then arranges for a 3-day National Coordinator's Workshop, at our expense, in which the local staff person is trained in all aspects of the program's development. Training is done on site at a program already in operation, with the expenses of the local coordinator and the time of the National Director underwritten by the National Office. The training also includes the National Coordinator's Manual, which is an inch-thick volume containing full directions on how to implement the program.

3. Use of the program name, Executive High School internships.

4. Continuous follow-up with the local coordinator, who may call the National Office collect at any time, to gain advice as the program is created. Assistance is also provided by National Advisory Board members, the other coordinators from the cities around the country, etc. Very often the National Office has contacts in particular areas which can be very helpful to the development of the program.

5. Invitations to the local coordinator, a senior administrator, and a high school principal from each district to attend the week-long annual National Conference in New York City with all expenses underwritten by the National Office.

6. At least two visits per year to each district by the National Director in order to provide further assistance, monitoring, etc. Each of the visits lasts approximately 2 to 3 days, during which the National Director is at the service of the local coordinator to help develop new sponsors, meet with school people, help develop local publicity, etc. On each of the visits, the National Director invites all of the Executive Interns to either a dinner or luncheon in their honor along with the Superintendent of Schools and other significant persons in the educational and general communities. The costs of such meals are underwritten by the National Office.

7. Invitations to each district to send student delegates to the National Interns Conference in Washington, D.C., at the expense of the National Office.

8. Opportunity to participate in the national program follow-up and evaluation to be funded by the National Institute of Education.

9. National publicity for local districts' programs through presentations to educational conventions (NSBA, NCTE, NCSS, NASSP, AASA, etc.) and through articles in professional and consumer publications.

Mr. HENDERSON. The next witness is Dr. Scott Thomson, associate secretary for research, National Association of Secondary School Principals.

It is my pleasure to welcome you this morning.

STATEMENT OF DR. SCOTT D. THOMSON, ASSOCIATE SECRETARY FOR RESEARCH, NATIONAL ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS

Dr. THOMSON. Mr. Chairman, staff, I am appearing today on behalf of the National Association of Secondary School Principals, a 35,000-member organization of secondary school administrators who in turn serve over 20 million high school students. It is a privilege to have this opportunity to speak before you and offer our support for H.R. 2162.

One of the clear trends in secondary education during the 1970's has been the significant expansion of volunteer and community service programs. Increasingly, these volunteer programs are being incorporated into the school curriculum. This is evidenced by the growing number of schools that give credit on the transcripts for the volunteer service experience.

The NASSP supports the growth of these volunteer service programs and we believe that they offer valuable educational experiences to all students. The purpose of this testimony is to underline the educational and social value of the volunteer work experience. By doing so, the need for increased volunteer opportunities in the public sector, as proposed in H.R. 2162, will hopefully become clear.

Many schools no longer confine their educational activities to the classroom. Increasingly, the entire community has become part of the learning process.

As the scope of secondary education has been broadened to include volunteer service, so has the value of volunteering increased. Volunteer service in the form of internships or apprenticeships, has dual benefits:

service to and for others, and the development of the volunteer in the process.

By complementing classroom learning with volunteer and service experience in the community, schools have found that students develop new and important skills. Some of these skills have become new learning objectives as well. They include: the ability to work in and with groups, the ability to perform the transactions of the adult world, and the ability to take responsibility for oneself and others. These learning objectives help to enhance the student's sense of self-esteem and self-confidence, and also are an important ingredient of the social dimension of the curriculum.

Many of the volunteer service projects that focus on the social and educational dimension of the volunteer experience are referred to as action learning. Action learning allows volunteer service and study to be interdisciplinary. On the one hand academic course content can be tested for relevance in the real world. And on the other, the community volunteer experience can be gleaned for some deeper understanding about life.

Last year NASSP called together a group of prominent educators to discuss community-based learning. The focus of that conference and also of a later publication on action learning was centered on why volunteer service programs are becoming so important to the education of youth. A common discovery was that the high school curriculum tends to reflect an earlier era when youth were actively involved in family and community affairs and they were less isolated and alienated from the adult world. The sweeping social changes of the past several years has brought the shortcomings of the school curriculum into sharper focus and we are beginning to realize that the high school campus is not the sole locus for an education. Consequently, out-of-school learning is becoming much more significant in the life of youth. This is particularly the case as social forces affecting the family and community as well as increased schooling requirements for employment tend to keep restless youth in school and isolated from the adult working community. A vicarious, abstract, and passive curriculum is no longer sufficient when students do not have access to active involved and concrete experiences in the out-of-school world. Youth need to participate in the affairs of adults. The NASSP found that over 75 percent of secondary school students favor credit for volunteer service in the community. Service to the community, working side by side with adults and sharing in the decisions and responsibilities of adults, authenticates and complements classroom learning. NASSP supports giving credit for volunteer service experiences in the community.

One major emphasis of volunteer programs in action learning is the value of youth-adult interaction. One of the central themes of a report entitled "Youth: Transition to Adulthood" by the President's Science Advisory Committee is the integration of youth for their education with adults. This report raises some questions about the effectiveness of the high school as the sole agent of secondary education. "It is now time," asserts the report, "to stop looking at the quantitative question of how much more schooling and ask the qualitative one, what are appropriate environments in which youth can best grow into adults." Secondary schools are appropriate en-

vironments for the instruction of students and this the schools do quite well, the committee concludes. Yet because of broad social changes in today's school population and in society's treatment of the young, schools have been unable to attend to the growing social and group dimension of youth. NASSP has found that action learning programs are beginning to speak to the social as well as the intellectual dimensions of youth and that action learning programs help to integrate the vicarious and academic experience with the practical and direct experience whether they occur within the school building or in the community.

Another new report commissioned by the Department of Health, Education, and Welfare—and called the National Panel on High Schools and Adolescent Education—also stresses the need for volunteer service programs. The HEW panel found that adolescents mature physically 2 years earlier than their grandparents, but that schools continue to prolong dependency. As a result, the Nation has succeeded in producing a youth society housed in an overburdened institution excessively isolated from the reality of the community and adult world. Both panels agree that the isolation of the schools inhibits student responsibility and maturation.

Thus it appears that volunteer work experience and community service are psychologically significant for youth as a step toward independence. NASSP believes that the secondary schools can help with the transition of youth to adulthood in the modern world by acting as brokers to identify work stations and service opportunities for students in the community.

Yet the major question left to be answered and also the purpose of our testimony today is to appeal to the public sector, in this case the Federal agencies, to open their doors to student volunteers. There is evidence that unless the public sector begins to accommodate the increasing number of students interested in volunteer internships and apprenticeships in the community, many of these programs will fall short of their potential. One reason for this is that the private sector has been inundated with requests for volunteer places. Although the Federal Government has greatly aided work programs such as cooperative and distributive education classes over the past several years. This aid has been in the allocation of funds to support such project. There has been little initiative to support nonpaid volunteer positions in the public sector.

Robert Havighurst, Richard Graham, and Donald Eberly, in a report prepared for the American Youth in the Mid-70's Conference sponsored by NASSP, expressed a similar view:

> While the numbers of private sector jobs available to persons twenty and under could be increased substantially through educational vouchers and other forms of subsidy to private employers, the trend is now in the opposite direction. Fewer paying jobs are available to greater numbers of young people. The principal increases in opportunities for learning as a byproduct of work will therefore occur in volunteer service jobs.

Mr. Chairman, the secondary schools of this Nation are beginning to move in new and exciting ways to better enhance the total educational experiences of all students. Volunteer service programs, internships and apprenticeships in the community are an increasingly valuable part of the educational experience. We request, in behalf of the

secondary schools of this country, that you act favorably on H.R. 2162 and open the doors of the public sector to the high school student volunteers.

Mr. Chairman, let me in closing give recognition to an intern that works with our association, not a high school intern in this instance, although we have had high school interns this past winter, but Michael Goldfarb, who is here behind me, helped prepare the majority of this testimony, and I would like to recognize him with your permission, sir.

Mr. HENDERSON. Very well.

Dr. THOMSON. Michael, wave your hand.

If there are any questions, I would be happy to answer them.

Mr. HENDERSON. Thank you very much, Dr. Thomson. I am most appreciative of your statement and invite you to supply us with any information that you would consider to be helpful to us as we consider the legislation. I will ask to keep the record open for that purpose.

I am particularly impressed with one sentence in your statement where you state that the private sector has been inundated with requests for volunteer placements. I would anticipate that the Federal sector likewise will be inundated if we pass the legislation.

President Truman used to say, "There is nothing new in history except that which you don't know about"—it seems to me that in the early years of my education through elementary and secondary schooling, that the real problem that my generation experienced was the inability of so many of my contemporaries to get the schooling that was offered because of the necessity for work. I was graduated from an 8-month a year, 11-year high school program, whereas now we have 9 months a year for 12 years and, in addition, summer school opportunities are offered. In my days, it seemed that we were hearing that the work that the students did or had to do was bad in that it limited classroom hours.

We have gone, it seems, the full circle. By the affluence of our society in the years intervening we have provided much greater classroom opportunities and have not provided the work opportunities. Now we all agree that work is good and that the work ethic is really a part of educational advantage; that it is such an advantage to students, it should be sponsored and paid for by the educational institutions. Students should be and often are given credit for work as volunteers.

I would be very concerned if we were suggesting that the Federal Government or State or local government should have to pay students for this kind of educational experience. If there was pay involved, we would have to require the work to be productive, and not just educational.

It would be one of my objectives as we try to frame this legislation to do the best we can to insure that this volunteer program or the volunteers, or the interns in the program are not put in the position of doing and being required to do work for which we normally expect to pay employees. This may be an oversimplification but I wouldn't want these students coming in and doing janitorial work.

I think that would be demeaning and degrading and not contribute very much to the educational opportunities. This might possibly happen if it were not on a volunteer basis and not carried on in the framework that is being suggested by the testimony this morning.

I would point out though, that we do have—and I have supported—other Federal programs that utilize students as employees.

I am most appreciative of your testimony this morning.

Dr. THOMSON. May I make another comment, Mr. Chairman.

Mr. HENDERSON. Surely.

Dr. THOMSON. We think it is important that when the youth do volunteer work, that the work itself be significant or important, but there is a very fine line, as you point out, between having a youth literally replace an employee which we would not support, on the one hand, and on the other hand, having the youth do make-work or make-believe work which also would not fufill the objectives that we seek.

So as I say, there is kind of a fine line in the middle so that a youth is doing something substantive and worthwhile in his volunteer position but at the same time is not replacing an employee.

Mr. HENDERSON. I think it is very important that there be a sponsoring organization that makes a judgment as to whether or not the position that the intern is going into or the relationship is a meaningful one as it relates to the educational advantage of the student. Obviously, the student beginning in the intern work program could not make that judgment. I am very much impressed with the way we have seen some success in this entire area.

Dr. Thomson, I appreciate your appearance very much.

[The prepared statement submitted by Dr. Thomson follows:]

PREPARED STATEMENT BY DR. SCOTT D. THOMSON

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lication on action learning was centered on why volunteer service programs are becoming so important to the education of youth. A common discovery was that the high school curriculum tends to reflect an earlier era when youth were actively involved in family and community affairs and they were less isolated and alienated from the adult world. The sweeping social changes of the past several years has brought the shortcomings of the school curriculum into sharper focus and we are beginning to realize that the high school campus is not the sole locus for an education. Consequently, out-of-school learning is becoming much more significant in the life of youth. This is particularly the case as social forces affecting the family and community as well as increased schooling requirements for employment tend to keep restless youth in school and isolated from the adult working community. A vicarious, abstract, and passive curriculum is no longer sufficient when students do not have access to active involved and concrete experiences in the out-of-school world. Youth need to participate in the affairs of adults. The NASSP found that over 75 percent of secondary school students favor credit for volunteer service in the community. Service to the community, working side by side with adults and sharing in the decisions and responsibilities of adults, authenticates and complements classroom learning. NASSP supports giving credit for volunteer service experiences in the community.

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paying jobs are available to greater numbers of young people. The principal increases in opportunities for learning as a byproduct of work will therefore occur in volunteer service jobs."

Mr. Chairman, the secondary schools of this nation are beginning to move in new and exciting ways to better enhance the total educational experiences of all students. Volunteer service programs, internships and apprenticeships in the community are an increasingly valuable part of the educational experience. We request, in behalf of the secondary schools of this country, that you act favorably on H.R. 2162 and open the doors of the public sector to the high school student volunteers.

Mr. HENDERSON. We have one final witness, Ms. Dodie Hubbell, administrative assistant, Association for Supervision and Curriculum Development. I am delighted to welcome you this morning.

STATEMENT OF MS. DODIE HUBBELL, ADMINISTRATIVE ASSISTANT, ASSOCIATION FOR SUPERVISION AND CURRICULUM DEVELOPMENT

Ms. HUBBELL. Thank you, Mr. Chairman.

I am administrative assistant for the Association for Supervision and Curriculum Development. We are a professional organization representing some 16,000 persons who are primarily interested in instructional improvement and who are responsible for curriculum development activities in the Nation's public and private schools.

I would like to speak in strong support of H.R. 2162. We believe it is very important to legalize nonpaid educational internships for students in all kinds of civil service employment and hope that each of you on the committee will decide on favorable recommendation for this important piece of legislation.

During the past year ASCD has published a study which has analyzed several major national reports from commissions and governmental agencies that have been seeking to vitalize the instructional programs of the secondary schools. These reports tend to say that one of the major problems with the restlessness and boredom of youth in our Nation's high schools is the fact that they are forced into a period of prolonged adolescence during which they have nothing meaningful with which to become involved.

Our analysis of these reports concludes by recommending that the business world do everything possible to provide more secondary school age youngsters with work experiences and that all public and private agencies do much more to afford volunteer social service opportunities for them. It is in this category that favorable action on this legislation will help a great deal.

The vast array of work opportunities within the civil service could do much to expose youngsters to a large variety of career opportunities and at the same time, provide a valuable service to the agencies themselves. I believe that if we were able to free the way for youth to participate in such jobs we could do much to overcome the sense of boredom and feeling of worthlessness which now troubles many of them.

I believe it is worth mentioning at least a few of these major national reports we analyzed because of the prestigious groups they represent and with the hope that members of the committee might familiarize themselves thoroughly with how serious the problem of educating the youth in our Nation's high schools actually is.

One of these reports, already mentioned, I believe by Dr. Thomson, entitled, "Youth: Transition to Adulthood," is the work of the Panel on Youth of the President's Science Advisory Committee. Under the chairmanship of Prof. James Coleman, this 10-member panel of scholars dealt very seriously with the question of how our Nation's institutions help move young people from the world of schooling to the world of work. They have urged that whatever legislation is needed should be passed to facilitate greater opportunities for young people in both the work world and in social service.

Another report is entitled "The Reform of Secondary Education"; this 20-member commission was chaired by Frank Brown and was funded by the Kettering Foundation. A large panel of parents, teachers, students and administrators across the country was surveyed on various questions relating to the work of the commission.

One of their important recommendations was to urge realinement of the curriculum to provide students with a range of experiences and activities broad enough to permit them to take full advantage of career opportunities in their communities. Certainly the large number of opportunities existing within the civil service agencies should be expected to do their share in providing volunteer opportunities for young people.

A third major report was from a panel commissioned by former Assistant Secretary for Education Sidney Marland. This panel was chaired by John Henry Martin and produced a report entitled "National Panel on High Schools and Adolescent Education." This report observed that the present system of schooling isolates 14- to 11-year-olds from younger children and adults and from other institutions in the community. They called for an extension of the high school out into the community in a broader sense and called for the contribution of many other agencies. They recommended that a community career education center should be established in every community to provide a linkage between the school and various agencies and businesses that could provide work or volunteer social service opportunities.

In conclusion I would like to say that we very much appreciate the opportunity to express our views before the committee this morning. Our members are deeply concerned about helping the high schools become a more important force in shaping the lives and careers of the Nation's young people. America's high schools are now graduating something like 80 percent of this age group of youngsters but for too many of them, their experiences are much less satisfying and productive than they might be. We believe that passage of H.R. 2162 will remove a barrier which now exists to greater involvement of high school age people in the real world and thereby enable the schools to prepare young people for the difficult career choices now facing them. In addition, we believe it will enhance their sense of self worth in helping them become productive citizens in the community.

Mr. HENDERSON. I am appreciative of your testimony this morning, and invite you and your association to furnish us with any further information you would like for us to have to study, such as your "Vitalizing the High School." Obviously, it would not be wise to try to publish this in the record. But we will receive any materials like this for our own use and the use of the other members of the committee, and are most appreciative of your help in this entire area.

Ms. HUBBELL. Thank you.

Mr. HENDERSON. The subcommittee will stand adjourned.
[Whereupon, the subcommittee meeting adjourned at 10:15 a.m.]
[The following statements and letters were received for the record:]

HILLSBOROUGH COUNTY CENTRAL LABOR COUNCIL, AFL-CIO,
Tampa, Fla., June 13, 1975.

Mr. PAUL NEWTON,
Manpower and Civil Service Subcommittee,
Rayburn Building, Washington, D.C.

DEAR MR. NEWTON: Please be advised that the Hillsborough County Central Labor Council voices its support of Bill S. 672, and respectfully asks that you give it favorable consideration.

We have consistently supported the Internship Program and have found it the most beneficial thing that has come out of our educational system from the standpoint of preparing young people for their future roles in society.

Any help that you can give S. 672 will be greatly appreciated.

Sincerely,

CHARLES L. COWL,
Executive Director.

OFFICE OF PLANNING AND BUDGET,
EXECUTIVE DEPARTMENT,
Atlanta, Ga., June 12, 1975.

Hon. DAVID N. HENDERSON,
Chairman, House Post Office and Civil Service Committee,
Washington, D.C.

DEAR REPRESENTATIVE HENDERSON: As President of the Society for Field Experience Education, I would like to express my strong support for H.R. 2162. For the past four years the Society has had as its goals promoting field experience opportunities and assisting in the development of quality placements. We feel the enactment of this legislation will open numerous educational opportunities for students.

The Society is composed of representatives for academic, agency and student groups. Field experience programs ranging from volunteer to college work-study and from internship to cooperative education are active participants in the Society.

Hundreds of public, private and private non-profit agencies regularly accept students from the colleges and high schools participating in field experience programs. Unfortunately, because of existing regulations pertaining to non-paid students in federal agencies, the full benefit of student participation in federal programs has not been fully realized.

Wit' the passage of H.R. 2162 students and federal agencies will have the opportunity to develop mutually rewarding educational opportunities. Traditionally internships have been apprenticeships with the intent of preparing oneself for a specific job or career. Today many colleges are looking for new locations for educational opportunities.

In Georgia over 250 state, county and municipal agencies are participating in an internship program. College students are providing a service to the agency without disrupting existing staffing practices; gaining knowledge and skills unavailable in the classroom; and developing a greater appreciation for their government.

In this period of cynicism towards government, innovation on the campus and the need to provide better service to our citizens I believe the passage of H.R. 2162 or similar legislation will provide federal agencies the means to meet these challenges.

Sincerely,

MIKE HART.

THE COUNCIL OF THE GREAT CITY SCHOOLS,
Washington, D.C., June 12, 1975.

Hon. DAVID N. HENDERSON,
Chairman, Manpower and Civil Service Subcommittee, U.S. House of Representatives, Rayburn House Office Building, Washington, D.C.

DEAR CHAIRMAN HENDERSON: On behalf of the Council of the Great City Schools, an organization of the 27 largest urban school districts in the country,

this statement is offered in support of H.R. 2162. By the slight modification of current civil service regulations, this Bill would afford the students of our numerous high schools the opportunity to gain valuable work experience as well as knowledge and insight into the every-day operations of the federal government's agencies.

Testifying before your Subcommittee today is Dr. Sharlene Hirsch, National Director of the Executive High School Internships of America. This program has greatly benefitted thousands of students from many of our member districts. We totally support the work of Dr. Hirsch and the fine program she represents.

Favorable action by your Subcommittee and the Congress on H.R. 2162 would add federal agencies as possible work experience sites to the fine career and vocational education programs sponsored by our member districts. New and valuable learning experiences would be created for our students participating in these programs as well as the Executive High School Intern program. We are certain your Subcommittee membership will appreciate the importance of such experience.

We commend the work of your Subcommittee and request prompt and favorable action on this Bill in order that the opportunities engendered by this Bill might be available for the 1975-76 school year.

Sincerely,

SAMUEL B. HUSK,
Executive Vice President.

STATEMENT OF CLYDE M. WEBBER, NATIONAL PRESIDENT, AMERICAN FEDERATION OF GOVERNMENT EMPLOYEES

The American Federation of Government Employees, representing over 675,000 Federal employees in exclusive recognition units, is greatly concerned about any legislation which would authorize voluntary work for the United States government. Two bills currently before this Subcommittee, H.R. 2162 and H.R. 3522, would permit any officer or employee of the United States to accept the voluntary services of certain students for the United States. Such legislation would amend 31 U.S.C. 665(b) which currently provides that:

"No officer or employee of the United States shall accept voluntary service for the United States or employ personal services in excess of that authorize by law, except in cases of emergency involving the safety of human life or the protection of property."

AFGE agrees wholeheartedly with Chairman Henderson that: "Workstudy programs as a part of the ongoing educational process contribute a great deal to bringing the work and the institutions of education closer together." We sympathize with Mr. Wilson's and Mr. Young's attempts to expose students to our Federal government. However, we find that the language of these bills raises certain problems which we would like to discuss at this point.

The text of the bills read as follows:

"That, notwithstanding the provisions of section 3679 of the Revised Statutes of the United States (31 U.S.C. 665 (b)) or any other provision of law, any officer or employee of the United States may accept voluntary service for the United States if such service is performed by a person who is enrolled as a student, not less than half-time, in an institution of higher education or a secondary school at the time the person makes application to perform such voluntary services."

Consequently, as drafted, these bills would permit utilization of the student applicants even if they have ceased to retain their student status. This is of very serious concern to us, because it challenges the basic concept of interrelating school and workplace. The proposed legislation, moreover, would permit any employee or officer of the United States to accept the voluntary services of *any* at least half-time student. We feel such a statute is extremely broad and possibly unmanageable. If a particular Federal agency wishes to use student volunteers for a good purpose, that agency should submit a detailed, proposed bill to the Congress. Such a bill would specify: (1) the kind and amount of work to be done by such volunteers; (2) the limit on the number of volunteers at one time; (3) the manner in which volunteers will be selected and the agency officials who will have the authority to select such volunteers; and (4) the obligations and liabilities assumed by the agency toward the volunteers and toward persons with whom the volunteers come in contact in connection with their voluntary services.

An agency like ACTION, of course, is authorized to use volunteers extensively. However, the use of volunteers there is structured and regulated. Under H.R. 2162 or H.R. 3522, no such regulations are required. AFGE is concerned that a situation such as the following might arise: if a 14 year old high school girl per-

formed voluntary services for a Federal employee, and she were injured while engaged in such services, the government would surely have an obligation to compensate her; similarly, if a U.S. employee accepted the voluntary services of an ex-convict, drug addict, or emotionally disturbed person—and we have all of these enrolled in colleges—and that individual did harm to a member of the public or to a client of that agency while performing voluntary services, the government would surely have some liability as well.

Our point here is that, while the intent of these bills is admirable, the practice could be incredibly complicated for the Federal agencies and departments, for the U.S. employees, and for the student volunteers themselves. A system where agencies are required to submit comprehensive proposals before utilizing student volunteers is the only procedure which would ensure good management and fair treatment of these students.

We are also concerned that some agencies might be tempted to use the broad authority envisioned by these bills to augment their paid workforce in cases where Congress controls manpower numbers and costs through the appropriation process. The present language of these bills would also permit the unlimited use of student volunteers to perform work that could possibly be done by full-time, paid Federal employees. To protect regular workers, an enabling statute should require a Federal agency to negotiate with employee unions concerning the number of volunteers it will use, the hours they will work, where they will work, for whom they will work, the kind of work they will do, the circumstances under which they will be employed, and so on. Where agencies are not subject to the controls of collective bargaining, the enabling statute itself should impose criteria and numerical controls to eliminate any threat to the employment of regular workers. Further, Federal agencies should be encouraged to make their case to Congress for the workforce they need to serve the public properly, rather than turning to military, contractor, state and local government, or volunteers to get the work done.

We are also concerned about the effects of this legislation on student volunteers. It is well known that many students today are self-supporting. It is also well known that the unemployment rate for young persons is astronomically high. AFGE believes that students would gain even more experience about "the real world" if they are paid for the work they do. Furthermore, they would pay taxes, accrue retirement credits, gain valuable references, and otherwise learn what a job really is. Concommitantly, the supervisor would have more control over the employee, and would be much more likely to assign substantive work to the student who is paid than to one who is merely a volunteer.

In conclusion, AFGE appreciates this opportunity to testify, and supports the attempt to expose young people to government. However, the pending legislation is too broadly written and does not contain the specific safeguards that would be needed to avoid the problems we have discussed in this statement. We urge this Subcommittee, on behalf of the 675,000 Federal employees we represent in exclusive recognition units to seriously consider the difficulties which could arise for Federal agencies, Federal employees, and student volunteers if these bills are enacted.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., June 16, 1976.

Hon. DAVID HENDERSON:
Chairman, Subcommittee on Manpower and Civil Service, Rayburn House Office Building, Washington, D.C.

Dear Mr. CHAIRMAN: I understand that your Subcommittee has held hearings on the bill H.R. 2162, to enable the Federal government to participate in student internship programs.

The School District of Philadelphia has established an Executive High School Internship Program and is very supportive of H.R. 2162.

The School District has sent me material outlining their experience with the program. I would appreciate it if you would include this material in the Subcommittee's record.

Sincerely,

ROBERT N. C. NIX,
Member of Congress.

Enclosures.

SCHOOL DISTRICT OF PHILADELPHIA—THE EXECUTIVE HIGH SCHOOL INTERNSHIPS PROGRAM

The Executive High School Internships Program began in Philadelphia this Spring Term 1975. Participating as Executive Interns were 32 students drawn from 15 public senior high schools. This group was comprised of 19 boys and 13 girls; 17 blacks and 15 white students; 25 seniors and 7 juniors. The Philadelphia Program Coordinator is Ms. Michele G. Kayden.

The Program was kicked off in February by a formal luncheon co-sponsored by the Philadelphia Public Schools and the Greater Philadelphia Chamber of Commerce to which all participating Executive Sponsors were invited. Complete cooperation and enthusiasm for the success of the program were expressed by these senior officials in the business community as well as public sector agencies.

Throughout this spring, local publicity for the program has been extremely favorable. Articles describing the program and highlighting the internships of greatest public interest have appeared in the March 12th. *Delaware Valley Business Fortnight, The Executive High School Internships* of *Americas' Coordinators Bulletins* and *Quarterly Newsletter*, the March 5 *Welcomat*, the March 14 *Citizen Sentinel*, the March 20 *Bustleton News*, the April *Alternatives Program Newsletter*, the May 19 *Evening Bulletin*, and various corporation, agency, and public school newsletters. The June *Perspective* newspaper of the Philadelphia Public Schools will feature an indepth article with photographic displays on the program. Finally, 9 interns and 2 guest speakers will be seen on a television program forum entitled "Youth: Perspective" on Channel 6, WPVI, on June 21st. As a consequence of the programs favorable visibility, and the experiences related by interns and sponsors informally, parents throughout the community are pleading for participation of their children in the program next year.

Students have served internships with such organizations as: The Philadelphia '76 Bicentennial Committee, The District Attorney's Office, Insurance Company of North America, The Chamber of Commerce, Common Pleas Court Judges, Temple University's Medical School, Institute for Scientific Information, The City Planning Commission, and The William Penn Foundation. In each case, interns have had direct access to the decision making and policy development functions of the executive who served as their sponsor. Interns accompanied sponsors into board and staff meetings, served as special executive assistant and often had major responsibility for a meaningful ongoing project within the organization.

These responsible students are able to gain not only a knowledge of executive functioning and administrative skills, but actually refine their career goals at the time when they must actually select their career area of specialization and just prior to their entrance into institutions of higher education and professional preparation. They are also able, through the internship experience, to apply and truly see the meaning and utility of all the skills developed during the course of their primary and secondary school lives.

This experience also serves to enhance their attractiveness for acceptance to colleges of their choice and helps colleges to select students who have not only demonstrated academic adequacy but also maturity, ability to work independently sound judgement, and a sense of sophistication and protocol. One student who was rejected from three colleges to which he applied prior to entering the program was since not only accepted to all three (Hampshire, Clark and Temple), but received $3,800 in financial assistance from Hampshire . . . so favorably did his last term's experience impress the admission's officials.

Present at the hearings today are three Executive Interns from Philadelphia. They are: Albert Henry Wilson IV from West Philadelphia University High School, Sharon Plon of George Washington High Sschool, and Paul Benjamin of Central High School. A summary of each of their internship experiences is attached, as is a program brochure.

We hope, as a result of the passage of Bill HR 2162, to be able to open the doors of the many Federal agencies in Philadelphia as places of learning for the students who will be participating in the program next year and in subsequent years to come.

EXECUTIVE HIGH SCHOOL INTERNSHIPS PROGRAM, SPRING, 1975

INTERNSHIP SUMMARY—ALBERT HENRY WILSON IV, EXECUTIVE INTERN

This spring, I was an Executive Intern to Mr. Henry Putsch, Executive Director of the Greater Philadelphia Cultural Alliance (GPCA). The GPCA coordinates

the cultural activities of the city and has over 70 member agencies, including the Pennsylvania Ballet Company, the Philadelphia Orchestra and the Philadelphia Art Museum. Its major responsibility while I interned there was the Philadelphia Spring Festival from April 25 to May 25.

When I first came to GPCA, I had goals set for myself. In the beginning, in order to get a feel for what the organization did, I observed and attended various meetings. It was interesting, but that was not for me. I told my sponsor that I needed to have an area of responsibility and be productive, and he outlined a program for me which involved my working with three key people: Elizabeth Caulk, Coordinator of Public Services, Pamela Worden, Coordinator of Festival Center Programs, and Jean McFaddin, Coordinator of Special Presentations.

Initially, I gathered all the information a family would need coming into the city for the Bicentennial, including a survey of all of the restaurants in the center city area. Then, Pamela Worden and I were going to arrange a Bell Concert in the city. I had to take inventory and find out how the Bells work and talked to the people who had done this before. This all fell through because of money problems. Both of these jobs were test jobs, and I passed with flying colors. I did, however, learn how to meet deadlines, work with people and gather needed information.

Then I worked with Jean McFaddin on my major internship task. I was to coordinate all of the talent from the schools for the Liberty Fair which was a giant midway at Sixth and Spring Garden Streets. It all started when I gave a presentation on behalf of GPCA's Philadelphia Festival and the planned activities for Liberty Fair before the Bicentennial Committee of the School Board, chaired by Dr. George French. After my presentation and a question and answer session I confessed that I was a High School student intern, to their great surprise. I then met with school officials from all of the schools: principals, music teachers, art departments, gym departments, etc. I went to all 27 schools in the city and parochial schools. By coming into the schools as a GPCA staff member, my age was not questioned, and I found a tremendous amount of talent lurking in the schools among my peers. One of the problems I had to face at this time was not being able to provide transportation for the schools.

The word got around that I knew what I was doing. I was later named Assistant Talent Coordinator for the entire Philadelphia Festival. My new job entailed coordinating all of the talent for Liberty Fair, five shows a day, seven days a week. I auditioned talent, selected the talent to be used, scheduled and arranged some publicity. And I had to make sure to get talent that would appeal to all people, not just blacks or whites or Spanish people. Some of the groups that performed included a Senior Citizens Week, Philadelphia Folk Song Association, two musical productions, and several bands, including gang member bands. Often I worked till or past 11:00 p.m. I also was involved in speaking engagements with the Philadelphia Jaycees, the school board, festival meetings, traveling show meetings, meetings at City Hall, etc. I was my own boss. Out of the 26 people that I worked with, only five knew my real age and status. I made administrative decisions, and gave orders to adults.

Some people may ask, "Well, what did he learn?" I learned:

(1) how to handle responsibility;
(2) how to type a little (you have to when you share a secretary);
(3) how to make and keep appointments;
(4) how to make decisions and carry them out;
(5) how to treat staff and delegate authority;
(6) how to present myself as an adult; and
(7) how to speak effectively in front of large groups of people.

Basically, I worked as hard as I did because it was a challenge and I was representing GPCA. I always had to back up everything I said. That meant being knowledgeable in all areas of the GPCA organization. Not everything was hard work though. There were dinner parties that I had to make my appearance at and one week before the Festival opened we went on a sign painting spree. If you were there you saw all of the signs that were painted!

I feel that I was respected by everyone for the job that I did. There were times when I screamed and yelled, but only when it was necessary. The most important thing I learned was how to deal with people: black people, white people, Spanish people, etc. If I accomplished anything, it was this, and every kid, no matter what color he is should learn it.

During my internship I produced three programs:

(1) the Gospel Festival at Independence Mall, May 18, 1975;
(2) the talents for the Germantown Festival; and

(3) "All My Interns", a play presented at the Executive High School Internships Programs Recognition Ceremony, May 20, 1975, in the Board Room.

My one disappointment is that I don't have a summer job lined up at GPCA. Because of financial and other difficulties, the entire staff was let go. I will one day write the reasons for it!

The Executive High School Internships Program gave the 32 interns a preparedness for life. It let us see the real world and the world of business just as it is: how petty it can be, how conniving people can be, how wonderful people can be. It makes me want to go through my last year with top honors because I know what is out there waiting for me. Now I feel I am ready for it. No student who is capable of handling it should ever be discouraged from participating in this program because this kind of program provides something that you just can't learn in school.

EXECUTIVE HIGH SCHOOL INTERNSHIPS PROGRAM, SPRING, 1975

INTERNSHIP SUMMARY—SHARON PLON, EXECUTIVE INTERN

The second semester of my senior year, I worked at The Franklin Institute Science Museum. My sponsor was the Assistant Director for Education Programs and Development. The Education Department of the Institute is responsible for Summer Workshops, Paired Schools Enrichment Program, Academically Talented Program (STAT), Traveling Science Teachers for Parochial Schools (STEP), Traveling Science Shows and all demonstrations-lecturers in the Museum. My sponsor is personally responsible for the Delaware Valley Science Fair, which is sponsored by the Philadelphia Inquirer and Daily News and The Franklin Institute. He is also involved with television spots on children shows, and has written all of the individual workshop programs.

Being considered a special assistant to my sponsor, I attended several meetings at The Institute, arranged reservations for the Traveling Shows, accompanied him on field trips, and acquainted myself, and occasionally worked in the Museum.

Several of the meetings I attended were meetings of the Science Fair Advisory Board, of which I am an official member. I prepared the minutes and the agendas for most of the meetings. I also attended the taping of the "Captain Noah" show in which my sponsor has a weekly science spot. During my internship, there were the openings of the Symmetry Exhibit and the Discovery Theater, both of which I attended. The Discovery Theater was the brainchild of my sponsor and his picture and name appear in the article concerning the opening.

My main project of the internship was the Delaware Valley Science Fair. This Fair is representative of eleven counties and over three hundred applications each year for the Fair. I was considered the coordinator of the Fair and was responsible for all of the correspondence with the exhibitors, sponsors, schools and judges. During the Fair itself, I was considered second in command and was responsible for solving any last minute problems that arose. I planned the Judges' Luncheon and the Advisory Board Recognition Dinner. I was also responsible for much of the Fair's publicity. I composed several letters containing background information and basic facts of the Fair for various publishing and communications organizations, i.e., WFIL, The Hadley Group, The Philadelphia Inquirer. My other main project was The Franklin Institute Traveling Science Show. At the beginning of the Internship, I accompanied our demonstrators on several shows. I then composed the letter that is printed on the Spring Brochure. I am now working on the brochure for the Fall of 1975. I have been in contact with many of the schools that use our traveling shows and have written letters to interested school systems. During my internship, I also revised the reservation system that was being used, my revised system has been instrumented through until June 1976.

EXECUTIVE HIGH SCHOOL INTERNSHIPS PROGRAM, SPRING, 1975

INTERNSHIP SUMMARY—PAUL BENJAMIN, EXECUTIVE INTERN

My internship, for the past semester, has been with Mr. Ira Henkin of the Northeast Community Center for Mental Health and Mental Retardation (NECCMH/MR), Consultation and Education Unit, (C&E). The C&E Units functions are to provide community social workers and to provide mental health services to the area schools. Mr. Henkin also trains and regulates volunteers and is responsiblr for Skills Workshiop, a weekly traning program for volunteers.

As an intern to Mr. Henkin, I played a role in the planning of the skills workshop, attended C&E staff meetings, and went on home "interventions" to clients' residences. Mr. Henkin assigned me to work at four elementary schools in the catchment area; Spruance, Marshall, Ziegler, and Bridesburg Public Schools. At the schools I worked under the guidance of the school counselors and Mr. Henkin.

I conducted two "boys groups" at one of the schools working with motivational problems. I also worked in one to one relationships with students who have motivational and learning disabilities on a tutorial basis. I spend two days a week with a third grade class of 32 children of which about half are mentally disturbed. The structure is an open class room and this experience as a student teacher has taught me about the problems of education not only from the administrative vantage point but from the teacher's point of view. I attended a District 7 teachers workshop and took part in a drug counseling session with students at one of my assignments.

STATEMENT OF HON. CHARLES H. WILSON OF CALIFORNIA

Mr. Chairman, I would like to take this opportunity to express my strong support for and personal endorsement of the Executive High School Internship program and other voluntary youth service projects which allow our younger Americans to fuse academic concepts with on-the-job practicalities. As you know, I have introduced H.R. 2162, a bill to provide legislative relief from Federal statutes which prohibit accepting the services of such students in Government agencies on a non-paying, temporary basis.

It was because I was so impressed by the opportunities afforded one EHI participant from my own Congressional District, Ms. Rosa Fernandez, that I first became interested in this program. Rosa is a highly capable and enthusiastic student from Centennial High School in Compton, California, who talked with me about the many and varied learning experiences she encountered as an Executive Intern. It would seem to me that the Federal sector, and our own Legislative Branch, could well benefit from an infusion of such youthful eagerness, energy and idealism.

Action learning, or community classrooms, as they have been described, have already proven successful all over the Country, as volunteers gather academic credit for working at day-care centers, retirement homes, consumer protection groups, recreational departments and state and local legislative offices. Job assignments are limited to meaningful, research-type projects rather than any menial or traditionally paid, "productive" activity. Generational interaction between adults and students promotes mutual understanding, or at least a tolerant appreciation of how the other and older nine-to-five half of the population functions. Inter-disciplinary career development for the interns will provide a strong talent pool of experienced and concerned public servants for the critical years ahead.

It is through such highly-motivated and well-monitored educational endeavors that young people of our Nation can participate in the democratic process on a first-hand, shirt-sleeves-up basis. Today, when our Government is under sharp criticism as an inefficient, impersonal, and perhaps overly-interfering bureaucracy and when our school systems are striving to bring social and occupational relevance to the classroom, such a vital interchange could only prove valuable.

Indeed, the time has come when we must urge the young to come and work and change the system since the system cannot withstand the negative cynicism of Watergate if our successors stay away. For as Theodore Roosevelt once remarked: "The first requisite of a good citizen in this Republic is that he shall be able and willing to pull his weight."

Therefore, I want to thank you, Mr. Chairman, and the members of this Subcommittee, for your consideration of my proposal. And I would urge a prompt and favorable recommendation of H.R. 2162 to the Full Committee so that citizens like Rosa Fernandez can make their contribution and pull their weight.

STATEMENT BY JOHN W. THIELE, CHAIRMAN, THE NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

The National Advisory Council on Vocational Education supports the passage of H.R. 2162 in order to legalize the services of student volunteers in federal agencies.

Cooperative education, the participation of students in real work experiences, has long been one of the most successful components of vocational education. The pressing need to integrate the world of work into the educational process has recently been articulated by the administration in the President's Ohio State University graduation speech. While it has been legally feasible for all other sectors of the employing community to accept student services as part of the cooperative education experience, the federal government has been legally prevented from providing these types of opportunities.

Federal agencies have great potential to provide enriching educational experiences to students, many of whom will eventually become federal employees. To allow the participation of students in a volunteer capacity in federal agencies will not cost additional dollars, nor will it displace Civil Service employees. Instead, the elimination of existing legislative barriers, through the passage of H.R. 2162, will enable the federal government to become an active, viable participant in the educational process.

The results of this involvement can only be beneficial. Cooperative education has already proven to be a critical linkage between education and on-the-job success. Cooperative education at the federal level will pioneer career exploration in government related jobs while providing the types of educational experiences to produce more effective and knowledgeable civil servants.

[H.R. 3522, 94th Cong., 1st sess.]

By Mr. YOUNG of Florida

A BILL to authorize any officer or employee of the United States to accept the voluntary services of certain students for the United States

Be in enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, notwithstanding the provisions of section 3679 of the Revised Statutes of the United States (31 U.S.C. 665(b)) or any other provision of law, any officer or employee of the United States may accept voluntary service for the United States if such service is performed by a person who is enrolled as a student, not less than half-time, in an institution of higher education or a secondary school at the time the person makes application to perform such voluntary services.

[H.R. 2162, 94th Cong., 1st sess.]

By Mr. CHARLES H. WILSON of California

A BILL to authorize any officer or employee of the United States to accept the voluntary services of certain students for the United States

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, notwithstanding the provisions of section 3679 of the Revised Statutes of the United States (31 U.S.C. 665(b)) or any other provision of law, any officer or employee of the United States may accept voluntary service for the United States if such service is performed by a person who is enrolled as a student, not less than half-time, in an institution of higher education or a secondary school at the time the person makes application to perform such voluntary services.

SEC. 2. As used in this Act, the terms "institution of higher education" and "secondary school" have the same meaning as prescribed for such terms in section 1201 of the Higher Education Act of 1965 (20 U.S.C. 1141).

UNITED STATES CIVIL SERVICE COMMISSION
WASHINGTON, D.C. 20415

July 14, 1975

Honorable David N. Henderson
Chairman, Committee on Post Office
and Civil Service
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

This is in reply to your request for the Commission's views on H.R. 2162 and H.R. 3522, bills "To authorize any officer or employee of the United States to accept the voluntary services of certain students for the United States."

Both bills would permit Federal agencies to accept volunteer services from certain students of institutions of higher learning and secondary schools without regard to the current statutory restriction in 31 U.S.C. 665(b) which prohibits Federal agencies from accepting gratuitous services. The only difference between the two bills is that H.R. 2162 gives "institution of higher education" and "secondary school" the same meaning as prescribed in the Higher Education Act of 1965; no such definition appears in H.R. 3522.

Presumably the purpose of this legislation is to open greater opportunities for student involvement in the workings of Government, thereby broadening their knowledge and experience. According to a statement in the February 12, 1975, Congressional Record on S. 672, a Senate companion bill, this legislation is intended to enable high school students to serve internships in Federal agencies for which they would receive course credit.

We have no objection to the idea of student volunteers where they can be accommodated within agency programs and where meaningful experiences can be provided in an organized systematic way. While we agree with the objectives of H.R. 2162 and H.R. 3522, we have serious reservations about these bills as drafted. And in light of certain ongoing programs for both paid and unpaid work experience for students, we believe this legislation needs further study.

Both bills are written in very broad terms, far broader than their apparent intent. Both provide that any individual who is a high school or college student may offer voluntary services to any Federal employee without having to participate in any organized

arrangement between a Federal agency and an educational institution. From the way these bills are worded, it would be possible for a person who was no longer a student to serve as a volunteer if that person had been a student at the time he applied for such service.

There is no indication on what basis a student would be selected for participation and whether the principles of equal opportunity would apply. Nor is there any indication of the kind and amount of work to be performed by such volunteers, how this would relate to paid work performed by students and other Federal employees and whether it would reduce paid work opportunities for them, who would supervise the volunteers, how many would serve, and what the obligations of the Government would be to those serving.

We are particularly concerned about how this legislation would be reconciled with existing programs for students on both a paid and unpaid basis. In this connection, the Commission in 1974 issued a bulletin (FPM 308-15) authorizing Federal agencies to provide worksite experience to students in a non-pay status. This authorization is limited to conducting studies and research relating to agency mission, and receiving orientation and training relating to educational objectives. It is possible this authorization could serve in some measure the purposes of this legislation, except for the fact that it cannot be used to permit students to perform services covered by appropriated funds. For this, an exception to 31 U.S.C. 665 would be needed.

Aside from that, we have various paid work experience programs for both high school and college students. The Cooperative Education Program provides study-related employment to students in 2 and 4 year college programs. Further, there are a number of programs where employment is available to students meeting certain economic need criteria which enable them to continue their education. These include the College Work-Study Program, the Junior Fellowship Program, Summer Aids and the Stay-in-School Campaign. We would want to be sure that agencies would not accept volunteer services of some students and subsequently deny others the employment which makes their education possible.

In any further consideration of this legislation, we would recommend that the following be clearly spelled out in its provisions:

1. the specific status of the volunteers and the nature of the Government's obligation to them. This legislation should provide that volunteers would not be considered Federal employees, except for purposes of injury compensation and tort liability.

2. the nature of the service to be performed. We believe a proviso would be needed to preclude the possibility of volunteers being used to displace Federal employees on a full-time, part-time or seasonal basis.

3. how the volunteer program would be administered, including who would make the arrangements, how volunteers would be selected, how long they would serve, who would supervise them, etc.

The Office of Management and Budget advises that, from the standpoint of the Administration's program, there is no objection to the submission of this report.

By direction of the Commission:

Sincerely yours,

Acting Chairman

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

JUL 14 1975

Honorable David N. Henderson
Chairman, Committee on Post Office
and Civil Service
House of Representatives
Cannon House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

This is in reply to the Committee's request for the views of this Office on H.R. 2162, "To authorize any officer or employee of the United States to accept the voluntary services of certain students for the United States.

The purpose of this bill is to permit Federal agencies to accept the services of student volunteers from secondary and post-secondary schools.

In their reports, the Civil Service Commission and the Department of Health, Education, and Welfare set forth a number of reservations about the legislation.

We concur with the views expressed by the Civil Service Commission and the Department of Health, Education, and Welfare and, accordingly, recommend against favorable consideration of H.R. 2162 until their concerns can be resolved.

Sincerely,

James M. Frey

James M. Frey
Assistant Director for
Legislative Reference